DEPARTMENT OF THE NAVY
HEADQUARTERS US MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON, D.C. 20350-3000

IN REPLY REFER TO

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                                        26 May 10
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From: Assistant Deputy Commandant, Plans, Policies, and
        Operations (Security)
To: Assistant Secretary of the Navy, Manpower and Reserve
        Affairs (ASN (M&RA))

Subj: FORT HOOD FOLLOW-ON INTERNAL REVIEW (IR) FINAL REPORT

Encl: (1) Internal Review Rough Order Magnitude (ROM) Resource
            Implementation Impact Analysis
Encl: (2) Interim Report "Quick Wins"
Encl: (3) Final Report "Friction Points"
Encl: (4) Shaping the Internal Review

1. As directed by the Secretary of Defense (SECDEF) Memorandum
dated 29 January, 2010, "Follow-On Action on the Findings and
Recommendations of the Department of Defense (DOD) Independent
Review Related to the Fort Hood Incident," the Marine Corps
conducted an Internal Review to assess our organization's
ability below the headquarters level to identify internal
threats and force protection and emergency response programs,
policies and procedures.

2. Of particular concern is Rough Order Magnitude (ROM) costs
(Enclosure (1)) associated with the implementation of specific
recommendations from the Independent Review. A ROM study was
conducted identifying $700.8M associated with the deployment of:

    a. Emergency Management Command & Control (EMC2)

        (1) Consolidated Emergency Response System (CERS)

            (a) Computer-aided Dispatch & E911 – $166M

            (b) Enterprise Land Mobile Radio (E-LMR) – $325M

    b. Installation Access Control – $150M

    c. Mass Warning & Notification – $53M

    d. Accelerating the Installation Emergency Management (IEM)
Program – $3.4M

3. Marine Corps Senior Leadership has approved POM-12 funding to implement CERS worldwide to Marine Corps installations and tabled discussions for Installation Access Control and Mass Warning & Notification strategies for future funding strategies.

4. During the IR's Interim Report, the Marine Corps recommended approval of 26 of 79 recommendations. Enclosure (2) outlines specific actions underway to implement approved recommendations.

5. For the Final Review, the Marine Corps recommends approval of 47 recommendations and partial approval of 6 recommendations. Enclosure (3).

6. The opportunity to participate in and contribute to the Fort Hood Follow-On Review has been challenging and rewarding. The Marine Corps commitment to the Follow-On Review is outlined in Enclosure (4).

7. The point of contact is Mr. Preston Martin at 703 695-7139 or CWO5 Kenneth Norwood at 703-692-4273.

                              Raymond F. Geoffroy

Fort Hood Follow-On Task Force Marine Corps' Internal Review

Rough Order Magnitude (ROM)
Resource Implementation Impact

BLUF

Based on Lessons Learned from Fort Hood, the Marine Corps is moving forward with actions to strengthen and enhance our force protection and prepare effectively for a constantly changing security environment.

Summary
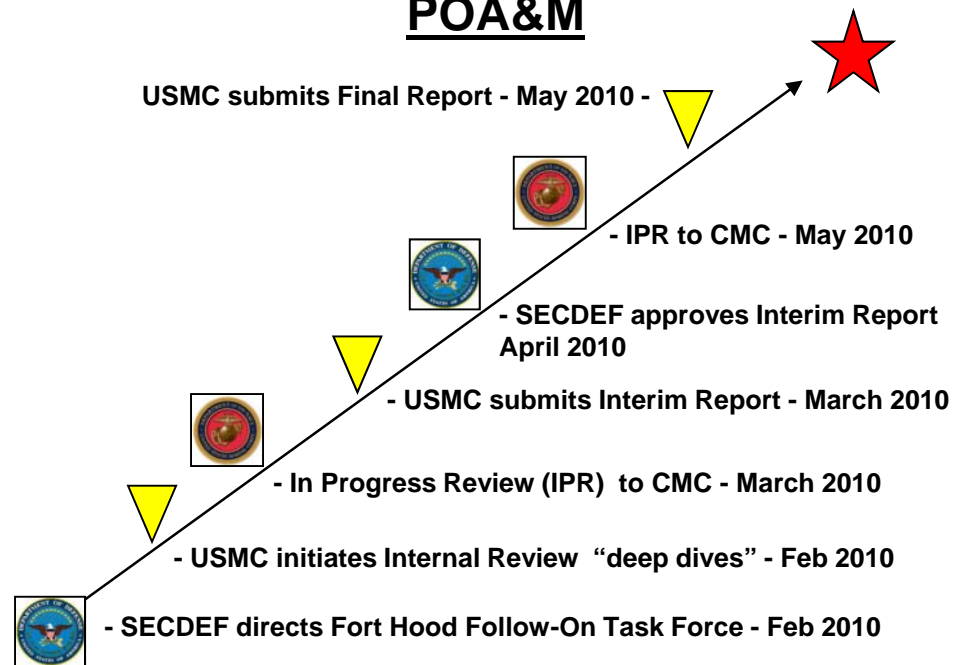
Resource Break-Out

Manpower (IEM & DDEX)
$3.6M annually

Policy Development, Training, Education & Entitlements
$1.5M annually

Equipment & Systems
$695.7M

POA&M

USMC submits Final Report - May 2010 -

- IPR to CMC - May 2010

- SECDEF approves Interim Report April 2010

- USMC submits Interim Report - March 2010

- In Progress Review (IPR) to CMC - March 2010

- USMC initiates Internal Review "deep dives" - Feb 2010

- SECDEF directs Fort Hood Follow-On Task Force - Feb 2010

Policy

USMC OPR: DC, PP&O (PS)

Action/Decision

Implement Recommendations

Enclosure (1)

Total Unfunded Resource Impact: $700.8M

Resource Impact Overview

Plans, Policies, & Operations

>$10M
- Major: implementation costs $694M

$1-10M
- Minor: implementation costs $5.1M

<$1M
- Minimal: implementation costs $1.7M

- Major: implementation costs $694M

  - $491M - Consolidated Emergency Response System (CERS) / Enterprise Land Mobile Radio System (E-LMR)

    - Recommendation 4.2a.

  - $150M - Installation Access Control & Personnel/ Vehicle Screening

    - Recommendations 3.7b / 3.9 a-b

  - $53M - Mass Notification System (MNS)

    - Recommendation - 4.4a.

- Minor: implementation costs $5.1M

  - $3.4M - Accelerating IEM Program compliance (*)

    - Recommendation 4.1b.

  - $1.7M - IEM Common Operating Picture (COP)

    - Recommendation 4.5b

* (30) Full Time Employees (FTEs) are required as Installation Emergency Management (IEM) Program Managers

- Minimal: implementation costs in Total: $1.7M

  - $.6M - Force Protection (FP) Threat Reporting

    - Recommendation 3.5a - (implement eGuardian)

  - $.45M - Memorial Entitlements

    - Recommendation 4.11a

  - $.25M - Internal Threats

    - Recommendation - 3.2a.

  - $.2M - DOD Law Enforcement Exchange (DDEX) personnel

    - Recommendation 2.10a - (implement DDEX)

  - $.2M - Active Shooter Response

    - Recommendations 4.3 b - c - d

Major/Minor Resource Impacts

$491M

- Recommendation 4.2a. Military & Civilian 911/E911 Integrated Emergency Calling System

- EMC2 (Emergency Management Command & Coordination)

  - CERS: $166M (Computer-aided Dispatch & E911)

  - E-LMR $325M (Enterprise Land Mobile Radio)

NOTE: USMC Installations vary in their abilities to receive and respond to 911 and E911 emergency calls; $491M required to provide Public Safety Answering Point (PSAP) capability to local Installation dispatch centers.

$150M

- Recommendation 3.7b Installation Access Control Behavioral Screening / 3.9a &3.9b. Installation Vehicle & Personnel Screening

  - IT Integration of Vehicle License, Drivers License, Passports, CAC and other verification databases

  - CAC, License Plate and other info readers at Installation Access Points

NOTE: An additional **$411M** would be required for extensive infrastructure improvements to meet UFC standards for Entry Control Points.

$53M

- Recommendation 4.4a. Installation Mass Warning & Notification

  - Wide Area Alert Network (WAAN)

    - Outdoor Voice deployment ($7M)

    - Indoor Voice deployment ($39M)

    - Computer/Desktop/Telephone alerting ($7M)

NOTE: USMC Installations currently have partial WAAN capabilities; $53M completes roll-out of the entire system to all USMC Installations.

$3.4M

- Recommendation 4.1b. Installation Emergency Management (IEM) Program Acceleration

  - DOD directed the Services to develop IEM Programs for IOC (Jan 2011) and FOC (Jan 2014)

    - USMC Installations (30)

NOTE: USMC has 10 of 30 IEM Program Managers currently assigned. 8 of 30 Installations are currently IOC and 1 of 30 is currently FOC. All report the ability to be IOC compliant IF we can get them the $ for their IEM program managers, and FOC compliant if we get the money to fix E911, Access Control and Mass Notification.

Enclosure (1)

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Interim Report "Quick Wins"

1. An Interim Report, provided by the Follow-On Review to the SECDEF, identified recommendations that can be implemented immediately. The Follow-On Review requested Service concurrence with the Interim Report and the Marine Corps recommended that DOD concur with 26 of the Review Panel's 79 recommendations and provided the following comment:

"*The Marine Corps recognizes that resources connected with implementation always need to be addressed, but concurred with the direction and will work the implementation details later. In most cases the quick wins were recommendations at the Office of the Secretary of Defense (OSD) level that could be implemented soon.*"

2. The Marine Corps has moved forward with the following actions to implement Interim Report recommendations:

    a. Initiated the planning process for revision of Marine Corps policy (MCO 3850.1J, "Policy and Guidance for Counterintelligence (CI) and Human Intelligence (HUMIT) Activities") to incorporate CI awareness of the full spectrum of threat information, particularly as it applies to behavioral indicators that could identify self-radicalization. (Recommendation 2.8)

    b. Coordinated with the Naval Criminal Investigative Service (NCIS) for the development of Marine Corps policy to implement deployment of the Law Enforcement Defense Data Exchange (DDEX) System. (Recommendation 2.10)

c. Coordinated with NCIS for revision to Marine Corps policy (MCO 3850.1J, "Policy and Guidance for CI and HUMIT Activities") to include timely counterintelligence collection, investigations, and operations in cyberspace for identifying potential threats to Marine Corps personnel, information and facilities. (Recommendation 2.14)

d. Initiated the planning process to review Marine Corps policy (MCO 5370.4B, "Guidelines for Handling Dissident and Protest Activities") on prohibited activities. (Recommendation 2.15)

e. Coordinated with NCIS for the development of Marine Corps policy to implement deployment of eGuardian (suspicious activity database). (Recommendation 3.5)

f. Initiated the planning process to review Marine Corps policy (MCO 5530.14A, "Physical Security Program Manual") on privately owned weapons. (Recommendation 3.8)

g. Initiated the planning process to incorporate minimum training standards for law enforcement into existing Marine Corps policy (MCO 5580.2B, Law Enforcement Manual"). (Recommendation 4.3b)

h. Initiated the planning process to incorporate the Department of Homeland Security best practices regarding workplace violence and active shooter awareness training into existing Marine Corps policy (MCO 5580.2B, "Law Enforcement Manual") and new Marine Corps policy (Violence Prevention and Response Program). (Recommendation 4.3c)

i. Initiated the planning process to incorporate a case study based on the Fort Hood incident into existing Marine Corps policy (MCO 5580.2B, "Law Enforcement Manual") and new Marine Corps policy (Violence Prevention and Response Program) for installation commander development and on-scene commander response programs. (Recommendation 4.3d)

j.   Incorporated guidance for tracking, exercising, and inspection of Mutual Aid Agreement (MAA) into new Marine Corps policy (MCO 3440.9, "Marine Corps Installation Emergency Management (IEM) Program"). (Recommendation 4.7)

k.   Initiated the planning process to incorporate the core service elements of a family assistance center into existing Marine Corps policy (MCO P1700.24B, "Marine Corps Personal Services Manual"). (Recommendation 4.8)

l.   Initiated the planning process to modify existing Marine Corps programs and policy (MCO 1730.6D, "Command Religious Programs") designed to promote, maintain, or restore health and well being to offer each person the services of a chaplain or religious ministry professional. (Recommendation 4.9a)

m.   Incorporated policy for religious support in response to mass casualty incidents into new Marine Corps policy (MCO 3440.9, "Marine Corps Installation Emergency Management (IEM) Program"). (Recommendation 4.9b)

n.   Initiated the planning process to standardize memorial service entitlements into existing Marine Corps policy (MCO P3040.4E, "Marine Corps Casualty Procedures Manual"). (Recommendation 4.11)

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Final Report "Friction Points"

1. A Final Report, provided by the Follow-On Review to the SECDEF, identifies recommendations to approve, partially approve, or disapprove. The Follow-On Review requested Service input and the Marine Corps recommends that DOD approve 47 of the Review Panel's remaining 53 recommendations and partially approve 6 of the remaining 53 recommendations.

2. Partially Approve the following:

    a. **Recommendation 2.7a** - Promptly establish standards and reporting procedures that clarify guidelines for religious accommodation.

        (1) The Marine Corps strongly supports Service Secretary/Service Chief discretion to either centralize or decentralize the approval authority for religious accommodation requests as they determine necessary and appropriate for their service. We strongly oppose a DOD-wide, standardized, one-size-fits-all approach that would not provide such discretion and instead would require all such approvals be decentralized to local commanders.

        (2) Religious accommodation may be for dietary, medical, time off from work, uniforms and grooming.

        (3) Uniforms and grooming should be Service Secretary/service chief discretion to either centralize or decentralize the approval level (the Marine Corps intends to centralize approvals for these two).

        (4) Uniform appearance and dress is an absolutely essential part of the Marine Corps ethos, culture and sense of unity. As such, the Service Chief is vested with the authority

for uniform and grooming standards. Centralization of uniform and grooming religious accommodation approvals provides the greatest consistency and equity. Local commanders should not be delegated the authority to allow Marines to wear religious headgear and grooming (e.g., wear a turban and beard, like a sikh).

      (5) The dietary, medical and time off from work approvals can and should be decentralized to local commanders.

  b. **Recommendations 2.9a and 2.9b** – Review what additional information (e.g., information about accession waivers, substance abuse, minor law enforcement infractions, conduct waivers) should be maintained throughout Service members' careers as they change duty locations, deploy, and re-enlist; Develop supporting policies and procedures for commanders and supervisors to access this information.

      (1) In regard to the Fort Hood Task Force discussion pertaining to a "box or addendum" being added to Fitness Reports for Reporting Seniors to verify there is no unfavorable information, Manpower Management Promotion Branch (MMPR) submits the following within the scope of promotion boards:

      (a) The Marine Corps Fitness Report currently contains a box to check if the report is adverse for any reason. If the block is marked adverse, the Reporting Senior (RS) must clearly identify the nature of the adversity, the Member Reported On (MRO) has an opportunity to submit written matters for inclusion, and the Reviewing Officer (RO) and Third Officer Sighter must adjudicate factual differences. Adding an additional box to be checked to verify there is no "unfavorable" information could have significant unintended consequences and produce an inference of adversity where none may exist. Additionally, if the box is not checked, and there is no requirement to identify the reason it is not checked, it would infer "unfavorable information" exists for which the board would not be privy. This would only produce a predetermination of adversity in a report that otherwise may not be marked as adverse. If the MRO is not provided an opportunity to submit matters for which the RO and Third Officer Sighter must adjudicate, such as is the case with "adverse" reports,

promotion boards would be left guessing as to the nature of the "unfavorable" information. MMPR opines that including such information on a fitness report could be confusing to board members, would only produce questions that could not be answered, and could cause eligible Marines to be disadvantaged without any means of recourse or opportunity to make a statement."

       (2) The Marine Corps strongly recommends not modifying the OER (e.g., Fitness Reports). Services were in agreement that 'indicators of violence' would NOT be included in the OMPF, which includes the OER, FitRpts, etc. There's existing due process for 'adverse' material in the OMPF.

   c. **Recommendation 4.1b** - Assess the potential for accelerating the timeline for compliance with the IEM Program.

       (1) The Marine Corps conducted a comprehensive review March 19 2010 to 21 April 2010 to determine the status of meeting the DOD IEM Program January 13, 2011 Initial Operational Capability (IOC) and January 13, 2014 Full Operational Capability (FOC) deadlines. In addition, the Marine Corps assessed its ability to accelerate IEMP FOC compliance to January 2012 and its ability to implement an enhanced 911 capability across its installations.

       (2) Due to limited funding resources to hire emergency managers, and ability to field required IEM Program capabilities (specifically Enhanced 911, Access Control and Mass Notification and Warning Systems) the Marine Corps will only partially meet IEM Program IOC in January 2011 and partially meet IEM Program FOC by January 2014. The Marine Corps ability to accelerate IEM Program FOC and implement its enhanced 911 system to January 2012 is not feasible.

   d. **Recommendation 4.2a** - Develop policy that provides implementation guidance for Enhanced 911 services in accordance with applicable laws.

       (1) Marine Corps is moving forward with actions to implement a Consolidated Emergency Response System (CERS) at Marine Corps Installations worldwide.

(2) Marine Corps installations vary in their abilities to receive and respond to 911 and E911 emergency calls. $491M is required to provide Public Safety Answering Point (PSAP) capability to local installation dispatch centers.

e. **Recommendation 4.4a** – Examine the feasibility of advancing the procurement and deployment of state-of-the-art mass warning systems and incorporate these technologies into emergency response plans.

(1) Marine Corps installations currently have partial Wide Area Alert Network (WAAN) capabilities. $53M is required to complete the roll-out of the entire system to all Marine Corps installations.

(2) Due to limited funding resources the Marine Corps' ability to procure and deploy is not currently feasible.

f. **Recommendations 4.5a and 4.5b** – Examine the feasibility of accelerating the deployment of state-of-the-art Common Operational Picture (COP) to support installation Emergency Operations Centers (EOC).

(1) The Marine Corps is reviewing current technologies that have been adopted by emergency management organizations across the country such as WebEOC and E-Team to determine if there is a common system that can integrated with technologies utilized by the local community.

(2) Due to limited funding resources the Marine Corps' ability to accelerate the deployment of COP capabilities is not currently feasible.

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                    Shaping the Internal Review

1. The Marine Corps' goal has been to strengthen our ability to prepare for, respond to, and recover from future incidents. Our commitment to success includes:

     a. Establishing an Operational Planning Team (OPT) consisting of representatives from all organizational departments and agencies, including the Marine Forces (MARFORS) to shape and provide oversight for the Internal Review.

     b. Designating Office's of Primary Responsibility (OPR) and Implementation Office's of Primary Responsibility (IOPR) for each recommendation.

     c. Providing a SES/GO-level representative to the Follow-On Review Senior Steering Group (SSG).

     d. Providing Subject Matter Experts (SMEs) to the Follow-On Reviews Working Groups for:

          (1) Personnel Policies

          (2) Information Sharing

          (3) Force Protection

          (4) Installation Emergency Response

     e. Conducting an In Progress Review (IPR) to the Commandant (CMC) identifying the actions taken in support of the Internal Review.

     f. Cross-walking each Independent Panel recommendation during the annual Security Conference with representatives from all HQMC departments and agencies and the MARFORS.

                                              Enclosure (4)

g. Providing a ROM resource analysis brief to the ASN (M&RA) and the Under Secretary of the Navy (UNDERSECNAV

h. Initiating actions to implement 40 of the 79 recommendations.

i. Planning a Plan of Action and Milestone (POA&M) OPT to clearly outline the implementation plan NLT 30 June 2010.